



DEPARTMENT OF THE AIR FORCE  
OFFICE OF THE CHIEF OF STAFF  
WASHINGTON, DC

OCT 27 1997

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Air Force Environment, Safety and Occupational Health (ESOH) Committee Meeting Minutes

The AF ESOH Committee held a meeting on October 6, 1997. Lt Gen Vesely, AF/CVA, and Mr. McCall, SAF/MIQ, co-chaired the meeting. Committee members in attendance were:

HQ USAF/RE	Col Koeppe	HQ USAF/SE	Maj Gen Gideon
HQ USAF/DP	Brig Gen Kudlacz	HQ USAF/IL	Mr. Orr
SAF/AQR	Col Williams	HQ USAF/JA	Maj Gen Egeland
HQ USAF/ILM	Brig Gen Zettler	HQ USAF/ILS	Col Wilson
SAF/IG	Col Azukas	SAF/FM	Lt Col Suski
SAF/GC	Mr. Sheuerman	SAF/LL	Col Bull
HQ USAF/SG	Maj Gen Mabry	NGB/CF	Mr. Van Gasbeck
HQ USAF/ILV	Col Brady	HQ USAF/ILE	Mr. Erickson
AFOSI/CC	Col Teller		

Opening Remarks

Lt Gen Vesely stated the Air Force has adopted Operational Risk Management (ORM) as a corporate philosophy. ORM is exactly the right step and an integral part of Air Force operations that will not come overnight. Mr. McCall showed an engineering diagram which described technology and process improvements as two ways the ESOH community supports better Air Force decision making. He stated that companies that succeed in fully implementing ESOH improvements are able to reduce costs by up to 30%. Maj Gen Gideon introduced the first speaker and indicated that SE would be asking the committee to consider how much it wanted to be involved in the ORM program.

Operational Risk Management (ORM) Briefing

Mr. Dwayne Burks from the AF Safety Center briefed ORM. He stated that Safety is the champion for ORM, but that ORM is not a Safety process-its a mission enhancer. The reason we have ORM is that our mishap rates appear to have bottomed out and ORM will allow us to reduce mishap rates further. Everyone needs to be able to manage risk. AF/SF, Col Buckholtz, asked whether the process only pertained to "operations" or did it pertain to other areas. Gen Gideon explained that ORM applied to all our actions. He has asked the doctrine center to assist in placing ORM in AF doctrine. He stated one of his goals was to keep ORM from being intrusive and unwieldy. Brig Gen Zettler stated that from the Maintenance perspective he has tried to drive ORM

into the thought process of all maintainers and has put it into the 7-level school. Mr. Orr pointed out that ORM needs to be in the school training standards. Mr. Burks clarified that integrating the ORM education and training was part of the implementation strategy. Gen Vesely was intrigued by the quantitative aspect of ORM and believed the concept could roll into combat operation decisions.

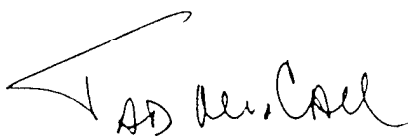
The briefing presented the current status of the program, requested approval of planned actions, and asked the committee to consider becoming the forum for the ORM Steering Committee. The ESOHC accepted the ongoing implementation actions as prudent and necessary to increase the knowledge and use of ORM throughout the Air Force. With regards to the ESOHC serving as the forum for the ORM Steering Committee, Mr. Orr suggested a subgroup of the ESOHC was sufficient for the Steering Committee and that semi-annually the subgroup should present the main committee with a half-hour report. This suggestion was modified to a recommendation that the chair of the originally envisioned, smaller Steering Committee report to the ESOHC on the outcome of each of the meetings. The committee agreed to this approach.

#### **Explosive Waiver and Exemption Process Review**


Mr. Paul Price from the AF Safety Center briefed on this subject. He stated that new construction at less than the required distance from explosives or foreign national civilians placed at additional risk required Secretary of the Air Force to waive the distance. The Air Force has over 4,000 waivers and exemptions to explosive safety criteria in Korea. Mr. Price stated that this is potentially significant because explosions in weapons magazines do spontaneously occur and he had personal knowledge of 13 such cases. The crux of the problem with the present process is that the unified commanders in contingency planning create munitions storage requirements, but that the unified commanders do not participate in the waiver process. Another problem is that host nations also do not participate in the waiver process. An O6-Process Action Team is being formed to address these problems. Maj Gen Gideon initiated a principal meeting to give the PAT direction on 22 Oct 97. Lt Gen Vesely asked Maj Gen Gideon to report back to the committee on the issue.

#### **Closing Remarks**

Lt Gen Vesely closed the meeting. The next meeting will be December 15, 1997 at 1400.



THOMAS W. L. MCCALL, JR.  
Deputy Assistant Secretary  
of the Air Force  
(Environment, Safety and  
Occupational Health)



DAVID L. VESELY  
Lieutenant General, USAF  
Assistant Vice Chief of Staff

Attachment:  
Briefing Charts

**DISTRIBUTION:**

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HQ AFCEE/CC  
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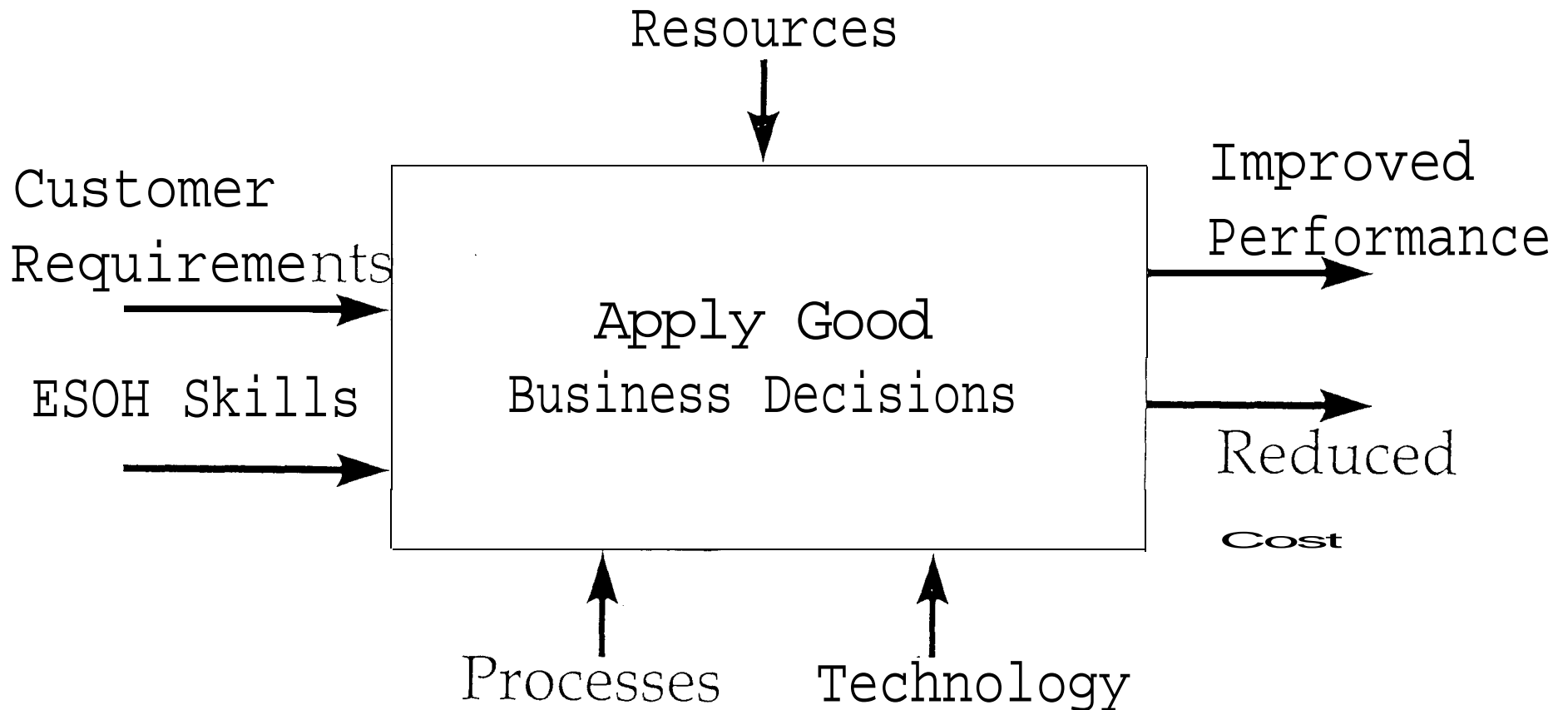
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HQ USAF/DPP (w/o Atch)  
HQ USAF/SG (w/o Atch)  
IIQ AFBICA/DR (w/o Atch)  
NGB/CF (w/o Atch)



# ***PROCESS-DRIVEN IMPROVEMENT***

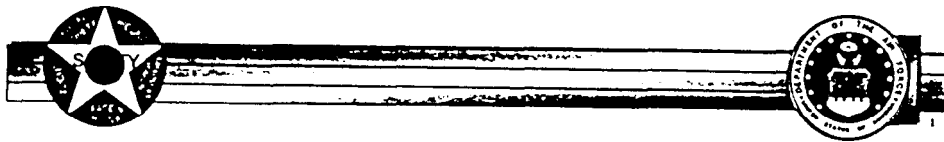
(COST-PERFORMANCE BASED)



***ESOH DECISION - MAKING PROCESS***

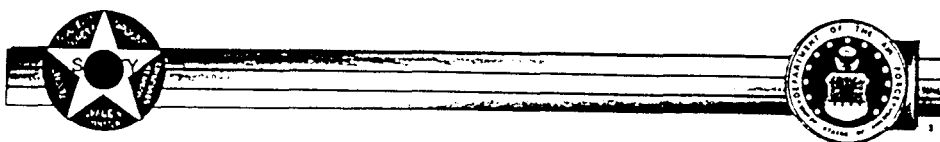
# *Operational Risk Management (ORM)*

**Presenter: E. Dwayne Burks, GM-15  
Chief, Education, Risk Management & Ground Operations  
Air Force Safety Center**



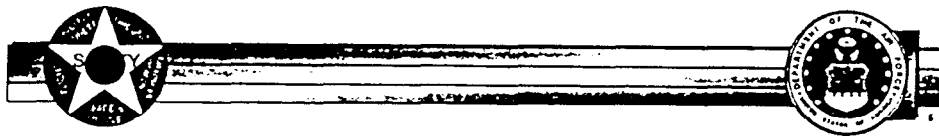
## **OVERVIEW**

- . Background**
- . Current & On-Going Status**
- . Planned Actions**



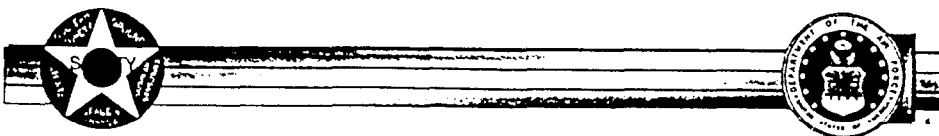
## ***What is Operational Risk Management?***

- . Decision making tool
- Systematic approach to balancing risk cost and benefits
- . Applicable both on and off duty



## ***Components of Risk***

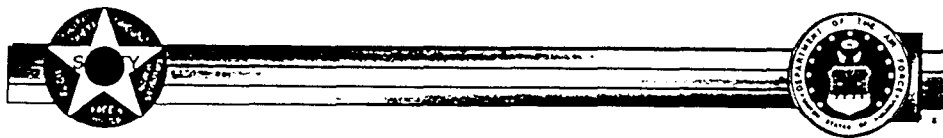
- Severity - The expected consequences of an event in terms of degree of injury, property damage, or other mission impairing factors.
- Probability - The likelihood that an individual event will occur.
- Exposure - The number of personnel or resources affected by a given event or over time by repeated events
- Risk is a function of Probability, Severity and Exposure.



# BACKGROUND

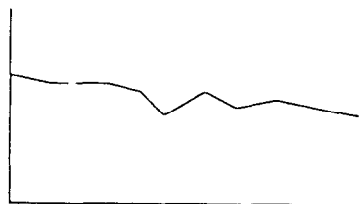
## . OPERATIONAL RISK MANAGEMENT (ORM)

- . A Mission Enhancer
- . Safety Community Champion for Process -Reaps Mishap Prevention Benefits

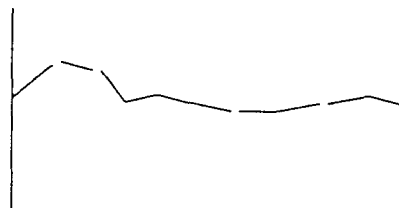


## ***HAS THE USAF SAFETY EFFORT HIT A WALL?***

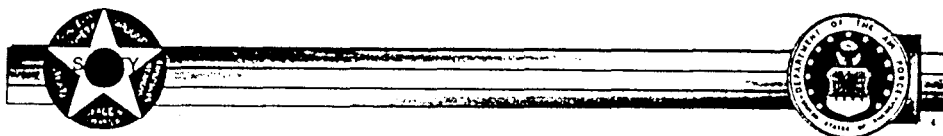
USAF CLASS A FLIGHT  
86-96



USAF 'CLASSAGROUND  
86-96

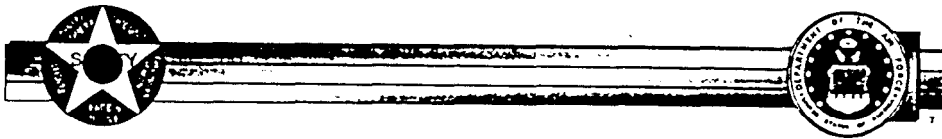


NO STATISTICALLY SIGNIFICANT CHANGE  
FOR AT LEAST 7 YEARS. ***“PLATEAUED”***



## ***Operational Risk Management Tenets***

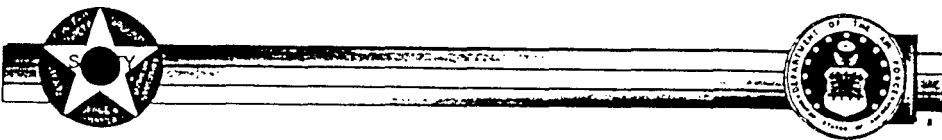
- **Accept no unnecessary risk.**
- **Make risk decisions at the appropriate level.**
- **Accept risk when benefits outweigh costs.**
- **Integrate ORM into Doctrine & Planning**



## ***THE VISION***

An Air Force in which every leader, airman, & employee is motivated to personally manage risk in all they do with the objective of achieving world class mission performance and continuously improving USAF operational capabilities.

This Air Force will continuously widen the gap between what it can do in battle and what its adversaries can do, assuring decisive victory at the least possible cost in any future conflict.

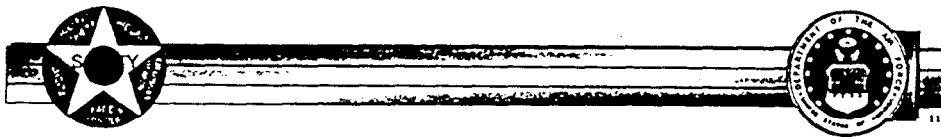


# ***RISK IN THE USAF***

- Commanders consider the risks during mission planning
- Commanders don't accept "unnecessary" risks
- Commanders make risk decisions at the appropriate level
- Commanders accept risks when benefits exceed the costs

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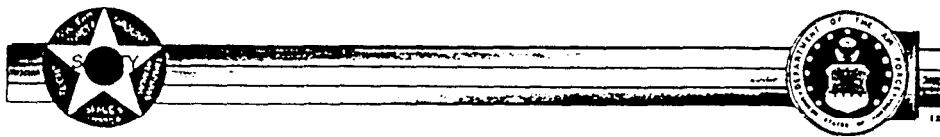
**Bottom line - Commanders don't launch missions that they think are too risky**



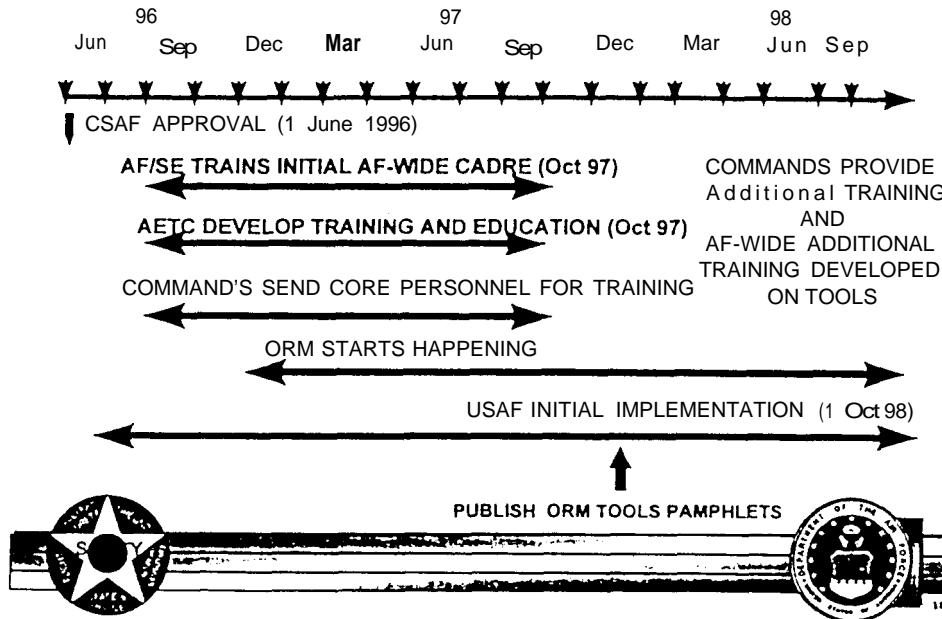
## **CURRENT & O/V-GOING *STATUS***

### **. IMPLEMENTATION PLAN**

- CSAF Memo, 1 Jul 97, Distributed
- 1 Oct 98 Target Date
- Steering & Working Group Bodies Active
  - USAF ORM Steering Committee
    - AF Chief of Safety & MAJCOMIANGRCIUSAF SEs
    - Expanded to SAF/AQ/MI & AF/SG/SF/XO/XP
  - USAF ORM Working Group
    - MAJCOMIANGRCIUSAF Safety
    - ANGRC XO & AFCIC QS

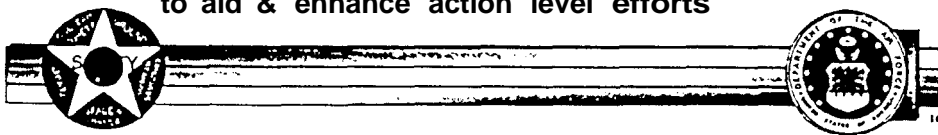


## IMPLEMENTATION TIMELINE



## PLANNED ACTIONS

- . SAF (AQ/MI) & AF (SG/IL/SF/XO/XP) actively participate in the Steering Committee actions
- . CSAF AFNEWS release
  - . New Chiefs support for ORM
  - . Video taping in October 1997
  - . Distributed in November 1997
- . Mandate CBT for everyone
  - . CSAF or AF/CV msg to Staff & MAJCOM/DRU/FOA CC'S
- . AF/SE team with respective functional staffs to formulate functional community templates to aid & enhance action level efforts



## **BULLET BACKGROUND PAPER**

ON

### **ORM Functional Communities Templates**

**BACKGROUND:** The ORM “field manual” (AFPAM 9 1-2 15, Operational Risk Management (ORM) Guidelines and Tools) provides the generic tool box of tools and techniques that may be used for incorporating the ORM process into the mission/activity planning, execution and decision-making.

**DISCUSSION:** To assist the action level organizations with specific tools focused on their activity, Air Force Safety Center working with the respective Secretariat/Air Staff functionals can build templates that further enhance the appropriate use of the process, techniques and tools. A collection of best practices will aid the efficiency and effectiveness of the ORM use in mission/activity planning, etc.

**RECOMMENDATION:** HQ USAF functionals team with AF/SE to develop function-specific ORM “templates.”

## BULLET BACKGROUND PAPER

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### CSAF ORM AFNEWS Release

**BACKGROUND:** An ORM video by CSAF Gen Fogleman with introduction by Maj Gen Gideon, AF/SE, was distributed to all MAJCOM, DRU, and FOA commanders on 15 Jul 97. The video, approximately 8 minutes, provides the senior leadership support for ORM and indicates that all USAF units should have plans in-place by 1 Oct 98 for using the ORM process in our mission and activities planning.

**DISCUSSION:** ORM is in the awareness and maturing phase. An ORM computer-based training (CBT) program was placed on the Air Force Safety Center (AFSC) web page and distributed to all MAJCOM/DRU/FOA commanders on 2 Sep 97. Formal ORM advisor education will commence in FY98. The CBT is for everyone and the formal course is for the organizational mission/activity planners (i.e., the key leaders in organization). To continue the maturing and expanding of the knowledge base and use of the ORM process, the CSAF's support of ORM and his reinforcement of the process as a decision-making tool are considered warranted. We must "walk" before we "run", thus the 1 Oct 98 USAF-wide implementation date should be maintained.

**RECOMMENDATION:** Proposed actions are as follows.

- A 3-5 minute AFNEWS video by CSAF Gen Ryan
  - Providing his support for ORM
  - Confirming that 1 Oct 98 is still the USAF-wide implementation date
  - Mandating the CBT for everyone. (Also, a message from CC or CV would be released to staff and MAJCOM/DRU/FOA commanders)



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE  
WASHINGTON, DC



01 AUG 1997

MEMORANDUM FOR AF/SG  
A-I-I-N: LT GEN ROADMAN

FROM: AF/SE  
9700 G Avenue SE, Ste 240  
Kirtland AFB NM 87 117-5670

SUBJECT: Operational Risk Management (ORM) Steering Committee

The Senior Safety Advisory Council and ORM Steering committee currently composed of MAJCOM Directors of Safety and chaired by the Air Force Chief of Safety, recently met. One of the agenda items was adding HQ USAF non-Safety representation to the membership. The recommendation was ~~accepted~~ as being beneficial to the overall success of ORM implementation and execution as a cross-functional process. I'm pleased to extend to you membership on the USAF ORM Steering Committee for an AF/SG representative at the Colonel or equivalent level. The basic charter for the Steering Committee is to review and approve ORM program requirements, terminology, core program elements, education and training, and perform program implementation oversight.

Please have your selected representative contact my POC, Mr. John Phillips, HQ AFSC/SEPA, DSN 246-0728 or Mr. E. Dwayne Burks, DSN 246-0790 to obtain background information and proposed future activities.

FRANCIS C. GIDEON, JR.  
Major General, USAF  
Chief of Safety



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE  
WASHINGTON, DC



01 AUG 1997

MEMORANDUM FOR SAF/AQ/MI  
AF/IL/SF/XO/XP

FROM: AF/SE  
9700 G Avenue SE, Ste 240  
Kirtland AFB NM 87117-5670

SUBJECT: Operational Risk Management (ORM) Steering Committee

The Senior Safety Advisory Council and ORM **Steering Committee** Currently composed of MAJCOM Directors of Safety and chaired by the Air Force Chief of Safety, recently met. One of the agenda items was adding HQ USAF non-Safety representation to the membership. The recommendation was accepted as being beneficial to the overall success of ORM implementation and execution as a cross-functional process. Thus, I'm extending to *you* the opportunity for membership on the USAF ORM Steering Committee for a representative at the Colonel or equivalent level. The basic charter for the Steering Committee is to review and approve ORM program requirements, terminology, core program elements, education and training, and perform program implementation oversight.

Please have your selected representative contact my POC, Mr. John Phillips, HQ AFSC/SEPA, DSN 246-0728, or Mr. E. *Dwayne* Burks, DSN 2460790, to obtain background *information* and proposed future activities.

*Francis C. Gideon, Jr.*

FRANCIS C. GIDEON, JR.  
Major General, USAF  
Chief of Safety

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01 02 1515002 OCT 97 RR UUUU ZYUW

NO

CSAF WASHINGTON DC//CC//

HQ USAF WASHINGTON DC//DP/XO/IL/XP/SEI/SF/HO/ST/RE/SB/  
JA/TE/SG/HC/SC//

OSAF WASHINGTON DC//OS/JS/SB/FM/SN/AQ/GC/MI/IA/AA/PA/  
AG/IG//

AIG 508//CC//

AIG 9396//CC//

INFO HQ AFSC KIRTLAND AFB NM//SEP//

UNCLAS

SUBJECT: OPERATIONAL RISK MANAGEMENT (ORM) COMPUTER BASED TRAINING  
(CBT)

REF: HQ USAF/SE 1115002 SEP 97 MSG, SAME SUBJECT.

1. THIS COMPUTER BASED TRAINING (CBT) MODULE, WHICH IS AN  
INTERACTIVE TUTORIAL, PROVIDES BASIC ORM KNOWLEDGE AND TRAINING ON  
THE CONCEPTS, PRINCIPLES, AND PROCESS. ALL PERSONNEL AT ALL LEVELS  
NEED TO COMPLETE THIS SELF-PACED PROGRAM PRIOR TO 1. OCT 98. ORM  
APPLIES TO EVERYONE AND ITS USE WILL ENHANCE MISSION EFFECTIVENESS  
AND ACTIVITY PERFORMANCE, ON AND OFF DUTY.

2. THE CBT TUTORIALS INCLUDE QUESTIONS FOLLOWING EACH SELECTION TO  
REINFORCE AND VALIDATE OPERATOR'S KNOWLEDGE. THE ORM CBT IS

E. DWAYNE BURKS GM-15  
HQ AFSC/SEPA 246-0790

MICHAEL E. RYAN, GEN, USAF  
C:

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NO

HQ USAF KIRTLAND AFB NM//SE//  
HQ USAF WASHINGTON DC//CC/DP/XO/IL/XP/SEI/SF/NO/ST/RE/  
SR/JA/TE/SG/HC/SC//  
OSAF WASHINGTON DC//OS/JS/SB/FM/SN/AQ/GC/MI/IA/AA/PA/  
AC/IC//  
AIQ SOS//CC//  
AIG 9396//CC//  
AIG 9385  
ZEN AFOTEC KIRTLAND AFB NM//CC/SE//  
ZEN AFSFC KIRTLAND AFB NM//CC//  
ZEN 377 ABW KIRTLAND AFB NM//CC/SE//  
ZEN 58 SOW KIRTLAND AFB NM//CC/SE//  
ZEN 150 FW KIRTLAND AFB NM//CC/SE//  
ZEN PL KIRTLAND AFB NM//CC/SE//

INFO HQ AFSC KIRTLAND AFB NM//SER/SEP/JA/SEC/SEF/SEP/SEW//

UNCLAS

SUBJECT: OPERATIONAL RISK MANAGEMENT (ORM) COMPUTER BASED TRAINING  
(CBT)

1. A COMPUTER BASED TRAINING (CBT) MODULE IS NOW AVAILABLE THE CBT  
PROVIDES INTRODUCTORY LEVEL ORM TRAINING ON THE CONCEPTS PRINCIPLES

SHERRIE K. BALCOM EDUCATION ASST  
HQ AFSC/SEPA, 246-0806

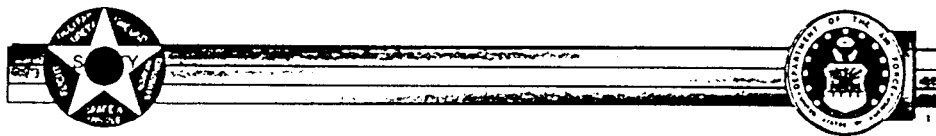
FRANCIS C. GIDEON JR., MAJ GEN  
CRC: 28965

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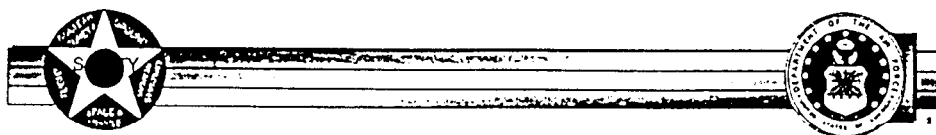
# ***SECAF Directive to Examine Explosives Safety Waiver/Exemption Process***

Paul D. Price  
Policy, Plans, and Programs Division  
Air Force Safety Center



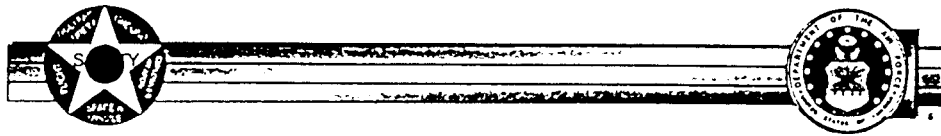
## ***Problem***

- Insufficient land on/around bases in Korea to properly store/use munitions
- Korean officials do not enforce their law prohibiting civilians living within 1 km of base
- Over 4,000 waivers/exemptions to explosives safety criteria in Korea
  - . Many host nation civilians will be killed
  - . Significant quantity of assets at risk
- SECAF concerned with both financial and political liability should an accident occur



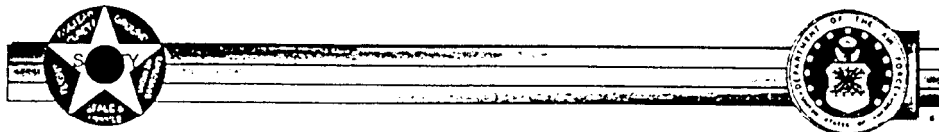
## *Problems with Current Process*

- Requirements established by Unified Commands - MAJCOM or SECAF must accept the additional risk
- Host nation authorities ,will not officially sign up to violations documenting the additional risk to their civilians
- Safety may not be the appropriate office to staff (advocate) these requests. Conflict of interests



## *Method of Responding to SECAF Directive*

- Establish Flag Officer steering group chaired by AF/SE
  - . XO, XP, IL, JA, IA, GC, MI, PACAF, Joint Staff
- Flag Officers charter O-6 level PAT
- PAT studies problem and reports back to Flag Officers
- Flag Officers approve final report
- AF/SE reports findings to Secretary



## BULLET BACKGROUND PAPER

### ON

## SECAF WAIVER/EXEMPTION DIRECTIVE

### PURPOSE

- Respond to SECAF directive to convene a team to examine the entire framework for granting waivers and exemptions to explosives safety quantity-distance criteria in Korea with a view to evaluating the current procedures and recommending alternative solutions.

### PROBLEM

- Insufficient land on/around bases in Korea to properly store/use munitions
- Korean officials do not enforce their law prohibiting civilians living within 1km of bases
- Over 4,000 waivers/exemptions to explosives safety criteria in Korea
  - Many host nation civilians will be killed in the event of an accidental explosion
  - Significant quantity of assets at additional risk
- SECAF concerned with both the financial and political liability should an accident occur

### REQUIREMENTS

- DoD and Air Force explosives safety standards
  - Specify distance from explosives to related and unrelated people
  - Provide mechanism to accept additional risk if necessary for strategic or compelling reasons
- Waiver - Short term deviation from standards (<5 years)
- Exemption - Long term deviation from standards (>5 years)
- SECAF approval required for new construction or additional hazards to foreign nationals



SECRETARY OF THE AIR FORCE  
WASHINGTON

SEP 23 1997

MEMORANDUM FOR AF/SE

SUBJECT: Explosives Quantity-Distance Exemptions and Waivers

I am concerned with the large number of explosives Q-D waivers and exemptions that exist for Korea and the fact that many more requests are in the pipeline. Taking into consideration the significant safety, mission, and political issues involved, we must insure that we have fully explored all reasonable alternatives to the current practice and procedure of granting waivers and exemptions.

To this end, you are hereby directed to convene a team to examine the entire framework for granting waivers and exemptions to explosives Quantity-Distance criteria in Korea with a view to evaluating the current procedures and recommending alternative solutions.

Your team should include membership from AF/XO, AF/IL and HQ PACAF at a minimum. Please provide a report to me, with recommendations, within 90 days of the above date.

A handwritten signature in black ink, which appears to read "Steven Widnell", is located at the bottom right of the page.



DEPARTMENT OF THE AIR FORCE  
PACIFIC AIR FORCES

*Chip*

09 DEC 1986

MEMORANDUM FOR HQ USAF/CC

FROM: PACAF/CC  
25 E St. Ste G214  
Hickam AFB, Hi 96853-5420

SUBJECT: Explosive Siting Violations in PACAF

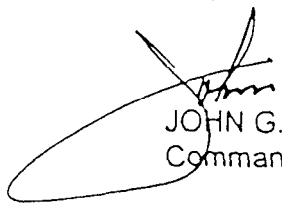
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1. DoD regulations and AFI's require quantity-distance (QD) separations between weapons storage/operations and non-participating resources. Operations not meeting those requirements require exception. PACAF currently has over 4000 documented waivers/exemptions for explosives siting violations; 4000 more await Air Force Safety Center approval. Nearly all of these violations occur in Korea (primarily at Osan AB and Kunsan AB). We in PACAF have undertaken the task to reduce these violations to an absolute minimum and develop effective risk management for mission accomplishment.

2. As we address these issues, we confront some problems beyond our immediate control. In Korea, we struggle with small bases that cannot meet established internal separation criteria, civilian encroachment that precludes meeting external separation criteria, and ROKAF operations (with US titled munitions) which we cannot control. An overriding issue affecting "safe-separation" is the quality and realism of the required separation criteria. With current conservative, "default" requirements, we cannot realistically define the risk. Consequently, we cannot develop a sound investment strategy to reduce the "real" risk.

3. Frequently we have not acquired adequate weapons safety test data as we procured weapons, aircraft shelters, or weapons storage facilities. Lacking sufficient data, the AF Safety Center requires the use of worst case/default criteria. For example, the requirements do not consider the mitigating effects of blast absorbing wall systems, shielding, and barricades unless actual data exists. The Q-D arc for an F-16 fully loaded with CBU-87's assumes all weapons will detonate simultaneously (as well as those in close proximity). It does not account for mitigating effects of the aircraft airframe, or the mitigating effects of other than 3rd Generation hardened aircraft shelters in which we park and load the F-16. This unrealistic "default" USAF requirement forces us to pursue alternative solutions to problems that face all MAJCOMs. Unfortunately, this approach does not economically or accurately solve PACAF's issues in developing a risk management approach to Q-D violations.

4. Lack of realistic quantity-distance criteria affects all USAF operations, not just PACAF. We need to establish realistic USAF standard Q-D criteria, using either actual test data or alternative modeling. This would allow us to tackle those PACAF unique issues, realistically define our operational risks, and develop a plan to manage those risks.

Very Respectfully,

  
JOHN G. LORBER, General, USAF  
Commander



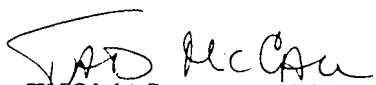
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OFFICE OF THE CHIEF OF STAFF  
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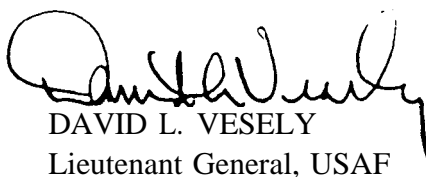
17 JAN 1998

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: MAJCOM Change from Environmental Protection Committee (EPC) to  
Environment, Safety and Occupational Health Committee (ESOHC)

HQ USAF has permanently changed from an EPC to an ESOHC. The AF has significant, but poorly defined, Occupational Health and Safety costs, and currently there is no MAJCOM forum to oversee this program area. Consequently, we encourage each MAJCOM to examine the advantages of an ESOHC. MAJCOMs are authorized to make a similar change immediately. An update to AFI 32-7005, Environmental Protection Committees will be forthcoming.

  
THOMAS W. L. MCCALL, JR.  
Deputy Assistant Secretary  
of the Air Force  
(Environment, Safety and  
Occupational Health)

  
DAVID L. VESELY  
Lieutenant General, USAF  
Assistant Vice Chief of Staff

# 10962

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